

NATIONAL SECURITY COUNCIL

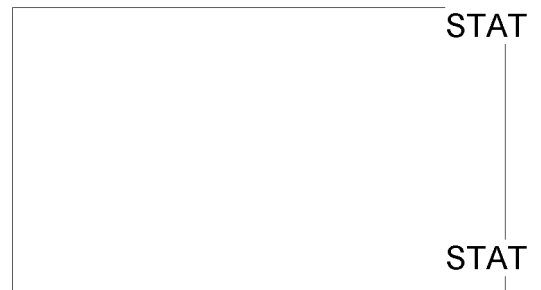


OPERATIONS COORDINATING BOARD

A descriptive statement of
the organization, functions
and procedures of the OCB



NSC review



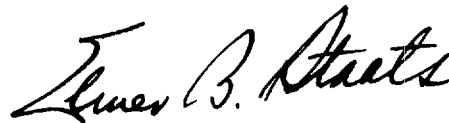
FEBRUARY 1958

FOREWORD

This handbook is a descriptive statement of the functions, organization and procedures of the Operations Coordinating Board prepared by the Executive Officer in cooperation with the Board's participating agencies. It has been prepared for the information and convenient reference of the Government officials and others interested in the organization and responsibilities of the Board.

It is contemplated that this handbook will be reissued as required to keep it consistent with current OCB developments.

February 14, 1958



Elmer B. Staats
Executive Officer

OPERATIONS COORDINATING BOARD
Washington 25, D.C.

FUNCTIONS AND ORGANIZATION
OF THE
OPERATIONS COORDINATING BOARD

Establishment of the OCB:

1. The increasing number and complexity of Government activities in the field of national security have necessitated new procedures for handling them. Accordingly, the President directed the establishment of the Operations Coordinating Board on September 2, 1953 (Executive Order 10483). He said in effect that the Board was to take those national security policies assigned to it following his approval and supervise their implementation in coordinated fashion by the proper departments and agencies. A subsequent Presidential directive, Executive Order 10700,* placed the OCB organizationally within the structure of the National Security Council as of July 1, 1957, although the responsibilities and functions of the OCB were not changed.

The Duties:

2. The principal responsibility and function of the OCB is to assist in integrating the execution of those national security policies assigned to it by the President. It therefore consults with all Government agencies responsible for planning programs and policies under these policies to be sure that each security action contributes to national security objectives and to the climate of opinion which the United States is seeking to foster throughout the world. It prepares for the President coordinated reports on the progress of such programs. It initiates proposals for additional actions under national security policy. By all these means, it encourages and facilitates systematic interagency consultations on common problems.

* See E.O. # 10700, attached

3. Whenever its participating agencies agree, the OCB offers its services, its experience, and its interagency mechanisms for the coordination of interagency operating matters even when not specifically related to a particular policy assigned to it by the President.

4. Through the Board and its procedures, each participating government agency consults with the other participating agencies and discovers what each intends to do under any particular policy and thereby cooperatively plans the timely and harmonious execution of necessary or desirable actions. The Board itself is a cooperative and consultative group consisting of the heads of those departments and agencies concerned with major U.S. operations abroad. They meet weekly to discuss and agree on plans developed by staffs at the working level. However, they have neither voting procedure nor directive powers, and their decisions are recorded in terms of concurrence or agreement. If there is substantive disagreement on policy implications of a proposed action which the Board cannot resolve, it is submitted to the President for resolution, usually after he has obtained the advice of the NSC. When the Board reaches agreement, each Board member then issues appropriate directives for consonant action within his agency.

5. The goal is coordination of action under policy. The Board's purpose is to insure effective coordination of overseas operations and to create an atmosphere in which this becomes most easily attainable. The OCB, however, does not insist that it be accomplished solely through its own procedures. On the contrary, less formal methods are encouraged, in the knowledge that the OCB mechanism is available if needed.

The Membership:

6. The designated members of the Operations Coordinating Board are: The Under Secretary of State (Chairman), the Deputy Secretary of Defense, the Director of Central Intelligence, the Director of the U.S. Information Agency, the Director of the International Cooperation Administration, and one or more representatives of the President, as designated by him. The Chairman and Vice Chairman are designated by the President from among the Board's members. In addition to the established membership, and at the standing invitation of the Board, the Under Secretary of the Treasury and the Chairman of the Atomic Energy Commission regularly attend the weekly meetings. Representatives of other agencies participate as members of the Board, with

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full membership status, whenever subjects directly bearing on their responsibilities are under Board consideration.

7. The representatives designated by the President are: (1) the President's Special Assistant for Security Operations Coordination, who is at the same time Vice Chairman of the Board and Adviser to the NSC Planning Board, and (2) the President's Special Assistant for National Security Affairs, who is also Chairman of the NSC Planning Board.

The Board Assistants:

8. Each designated Board member is aided by a Board Assistant--a senior official in his agency who provides support for his principal on all OCB matters and serves as that agency's central point for the handling of OCB matters. The duties of the Board Assistants are varied: Collectively they comprise a group to complete final staff work on subjects to be considered by the Board. In general, they are responsible for assuring that subjects for the consideration of the Board are fully and clearly presented, including differing agency views where they exist. They are authorized to act on behalf of their principals and take final action on certain matters at their discretion. Each Assistant gives general guidance to his agency's representatives on OCB working groups. He makes sure that Board actions are adequately communicated to the proper officers in his agency. The Board Assistants meet regularly as a group every Friday.

The Weekly Meeting:

9. The Board convenes at an informal luncheon meeting each Wednesday in the Department of State. The luncheon is attended by the designated members and the Executive Officer; other officials are invited as required for discussion of specific subjects. Thereafter the Board convenes in formal session for the transaction of business indicated in the advance agenda.

10. A typical meeting includes the following principal items:

a. Reports indicating general effectiveness of assigned national security policies and future problems and difficulties in its implementation, for transmittal to the NSC.

b. Operations Plans for specific countries or regions, as developed by OCB working groups or committees to facilitate effective inter-

departmental coordination.

c. Special reports for either the Board or the Council by OCB working groups or committees, on their own initiative or by request, analyzing a specific problem and proposing action.

d. Oral reports to clarify issues or stimulate discussion.

e. Standing items, such as the Weekly Activity Report and the Minutes of the previous meeting.

11. At each Board meeting the Executive Officer presents the Weekly Activity Report which has been prepared and circulated in advance of the meeting. This is a status summary of matters currently under discussion or coordination anywhere within the OCB system and is made up of material obtained primarily from the participating agencies. It does not require concurrence or action from the Board; it is intended to keep the Board informed on how OCB business is getting ahead. It is an informal document, and the texts per se of individual items are not formally approved by the agencies concerned. They encompass a wide range of brief items representing the OCB current preoccupations, including new items of business suggested for discussion or coordination by the Board. Although it is regularly scheduled on each OCB agenda, the Activity Report is not intended to obtain Board action or determination on emergency problems which came up too late to permit the usual advance document and staff work. During its consideration of particular entries in the Activity Report, however, the Board frequently requests additional reports, and may even agree immediately upon actions to be taken.

12. Chairmen of OCB interagency committees and other officials of member agencies are invited to observe, to present short reports, to answer questions, or to comment on issues under consideration.

The Origin of Projects:

13. The Board receives the majority of its assignments from the President. As he approves national policy papers recommended to him by the NSC, he normally requests the OCB to coordinate subsequent steps when and if they are concerned with foreign countries or areas.

14. Under such circumstances, the President expects the Board to

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carry out the following activities:

- a. Advise promptly with the agencies concerned so that coordinated plans under the policy may be developed;
- b. Review these plans as developed and report on their execution;
- c. Provide for solution of interagency differences on plans and their execution, or for clarification of these differences so they may be resolved by higher authority;
- d. Expedite action on urgent interagency matters;
- e. Bear in mind the impact of operations on foreign climate of opinion;
- f. Initiate new proposals and actions as policies are put into effect;
- g. Coordinate national security matters that represent special problems for non-OCB agencies, when the latter request such assistance.

15. The Board also takes up specific operating problems of current concern to the participating agencies. It thus provides a means for reaching interagency agreement on courses of action in anticipation of major forthcoming events related to policies assigned to the Board for coordination. At frequent intervals the Board discusses anticipated problems that may require its action, as well as interagency problems presented for its consideration by a member agency.

The OCB Staff:

16. Within the staff of the NSC, the OCB Staff, under the direction of the Executive Officer, provides the required staff support for the Board and OCB committees. Some of its members are selected for a tour of duty from the member agencies; they will return to their regular careers upon completion of the OCB assignment. Others are employed directly for indefinite service as the "permanent" staff. All are expected to serve the Board as impartial, full-time assistants, concentrating on interagency coordination. Certain of them have continuing regional or functional assignments (e.g., the coordination of

policy for a given foreign country, or that for educational projects abroad) and serve as members of OCB committees. Others provide interagency intelligence material needed in carrying out current projects, or render secretariat and administrative service to the Board, the Board Assistants, and the various committees. Finally, the staff maintains contact with non-OCB agencies whenever they are concerned in OCB business.

The Working Groups and Committees:

17. The heart of the OCB organization is the interagency working groups or committees. Whether continuing or ad hoc, they are composed of responsible operating officials from the agencies concerned and one representative from the OCB Staff. For each such working group or committee there are terms of reference which gives its reporting requirement and lists the agencies to be represented in its membership. The member whose agency has chief responsibility in the matter at hand is the chairman. Most frequently this is the State representative. With the assistance of the OCB Staff representatives, he must see that his committee fulfills the Board's mandate. He convenes the group at least once a month, or more often if other members so request. Naturally, in times of unusual international stress, or when major projects are just getting under way, meetings are held irregularly and sometimes as frequently as once a day.

18. These working groups have objectives and tasks similar to those set for the Board as a whole. They encourage maximum coordination in the execution of the Government's program under national security policy. They therefore act as the working-level experts on operations of interagency concern. They watch over Board assignments, which are the responsibility of the operating agencies, and they identify projects unfinished, or conditions which keep them from being finished. In the process, they make recommendations on new or foreseeable problems and propose actions in the light of changed situations and opportunities. It is a working group which drafts most of the staff papers for Board consideration.

19. An individual committee member shares information about his agency's plans and operations with his fellow members, helps to fix operating responsibility for courses of action, and follows from within his own agency the execution of its assignments. On working group matters he is usually considered to be informed, as an operating official, concerning his agency's views. This enables him to exercise

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judgment as an experienced individual, without being bound by a prior, inflexible agency position. He suggests to the committee and to his agency adjustments which the give and take of interagency coordination requires. He has a responsibility to see that overseas operations are conducted in accordance with approved policy and OCB guidance.

The Operations Plans:

20. When the President approves a national security policy and assigns it to the OCB, the Board requests an OCB working group to prepare an Operations Plan. This is a comprehensive, detailed outline of operating guidance to implement a given policy. On major problems or functional areas, it indicates what is being done or programmed to translate the policy into effective action.

21. As the committee drafts a Plan, it calls upon the experience of the agencies responsible for its execution. Before the draft Plan is completed, interested diplomatic missions abroad are asked to comment on it. Preparation of an Operations Plan helps to identify, clarify and resolve differences of policy interpretation, operating responsibility, or required actions. It also exposes operating difficulties and recommends practical guidance for the more effective implementation of the policy.

22. A typical Operations Plan is a compact listing of operating guidance and of agency programs or actions in support of the over-all national security policy. The responsibilities of each agency are indicated, as well as the recommended timing. When approved by the Board, the Plan serves as a guide to concerted agency actions to advance a particular national policy. The committees -- and the Board Assistants as they review the committee's work -- are responsible for assuring that the guidance and the action programs proposed by individual agencies fully support over-all objectives.

23. A Plan is subject to review at any time and may be modified to meet shifting circumstances. Changes not involving policy or major program decisions are made by inter-agency agreement in the working group without formal Board consideration. All Plans are formally reviewed and revised, as necessary, every six months.

24. The agency programs attached to Operations Plans are as general or specific as the contributing agency desires. There is a financial annex giving a general order of magnitude to the categories of operations carried out by the agencies. Such programs and financial annexes do not limit the agencies' freedom to adjust to changing or new circum-

stances. Under such shifting conditions, Plans can be modified whenever circumstances require.

OCB Reports:

25. Reporting on the implementation of national security policies is a major responsibility of the working groups in assisting the Board to fulfill its obligations. Reports to the National Security Council are called for whenever the Board agrees that the policy requires NSC review or when there have been such significant developments in the implementation of the appropriate policy that these developments should be called to the attention of the Council and the President. The Board has instructed the working groups to prepare an OCB Report on each policy at least once a year and also provide the Board with a Semi-Annual Appraisal of the Operations Plan for and Policy on each assignment. Any time the working group feels that the policy should be revised, it is free to recommend that the Board forward the report to the Council.

26. The OCB Report generally follows a standard format to highlight substantive material and issues -- (1) a summary indication of progress in achieving the NSC objectives, together with a judgment as to whether the policy continues valid or requires review by the NSC, and (2) a more detailed development of the progress or accomplishments of U.S. operations in the fulfillment of the specific NSC objectives or guidelines.

27. The Board has repeatedly emphasized that reports should not conceal or minimize problems. Where real differences of opinion exist at the staff level, split or alternative proposals are reflected in the reports, for subsequent resolution.

Special Papers and Briefings:

28. In addition to Operations Plans and Reports to the Council, the Board considers special action papers prepared by its working groups or individual agencies. If one of these papers concerns a question of policy, it may subsequently be transmitted to the NSC, with the Board's recommendation that the Council review the policy together with the Board's reasons therefor. For example, special action papers might treat of natural disasters or other overseas emergencies requiring prompt, concerted action; funding problems demanding readjustments of program priorities or Presidential determination; special difficulties related to international conferences; the impact overseas of proposed public announcement; or identification and explanation, for the agencies.

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concerned, of the operational implications in national security policies. The Board may also request background documents or oral briefings as a basis for discussion of problems of common interest.

EXECUTIVE ORDER
10700

Further Providing for the
Operations Coordinating Board

By virtue of the authority vested in me by the Constitution and statutes, and as President of the United States, it is hereby ordered as follows:

Section 1. (a) In order to assist in the effective coordination among certain agencies of certain functions relating to the national security and to provide for the integrated implementation of national security policies by the said agencies, there is hereby established within the structure of the National Security Council the Operations Coordinating Board, hereinafter referred to as the Board, which shall report to the National Security Council.

(b) The Board shall have as members the following: (1) the Under Secretary of State, who shall represent the Secretary of State, (2) the Deputy Secretary of Defense, who shall represent the Secretary of Defense, (3) the Director of Central Intelligence, (4) the Director of the United States Information Agency, (5) the Director of the International Cooperation Administration, and (6) one or more representatives of the President to be designated by the President. The Board shall have a chairman and a vice chairman, each of whom shall be designated by the President from among its members. Each head of agency referred to in items 1 to 5, inclusive, in this subsection may provide for an alternate member who shall serve as a member of the Board in lieu of the regular member representing the agency concerned whenever such regular member is, for reasons beyond his control, unable to attend any meeting of the Board.

(c) The head of any agency (other than any agency represented under section 1(b) hereof) to which the President from time to time assigns responsibilities for the implementation of national security policies shall assign a representative to serve on the Board when the Board is dealing with subjects bearing directly upon the responsibilities of such head. Each such representative shall be an Under Secretary or corresponding official. Each such head may provide for an alternate representative of his agency who shall attend any meeting of the Board, requiring representation of such agency, in lieu of the representative

when the latter is, for reasons beyond his control, unable to attend.

(d) Any alternate member of the Board serving under section 1(b) of this order, and any representative or alternate representative serving under section 1(c) of this order, shall, while so serving, have in all respects the same status on the Board as the members of the Board provided for in section 1(b) hereof.

Section 2. The President having approved any national security policy after receiving the advice of the National Security Council thereon, the Board shall (1) whenever the President shall hereafter so direct, advise with the agencies concerned as to (a) their detailed operational planning responsibilities respecting such policy, (b) the coordination of the interdepartmental aspects of the detailed operational plans developed by the agencies to carry out such policy, (c) the timely and coordinated execution of such policy and plans, and (d) the execution of each security action or project so that it shall make its full contribution to the attainment of national security objectives and to the particular climate of opinion the United States is seeking to achieve in the world, and (2) initiate new proposals for action within the framework of national security policies in response to opportunity and changes in the situation. The Board shall perform such other advisory functions as the President may assign to it and shall from time to time make reports to the National Security Council with respect to the carrying out of this order.

Section 3. Subject to the provisions of section 101(c) of the National Security Act of 1947, as amended (50 U.S.C. 402(c)):

(a) (1) The Board shall have, within the staff of the National Security Council, such staff as may be necessary to assist the Board in the performance of its functions, (2) the said staff of the Board shall be headed by an Executive Officer of the Board, and (3) employees of agencies may, consonant with law, be detailed to the aforesaid staff of the Board.

(b) Members of the staff of the Operations Coordinating Board provided for in Executive Order No. 10483, as amended, who are immediately prior to the taking effect of this order receiving compensation directly out of funds available to the said Board shall be transferred to the staff of the Board referred to in paragraph (a) of this section as of the effective date of this order. The said transfers shall be accomplished in consonance with applicable law, including the

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last proviso of section 12 of the Veterans Preference Act of 1944, as amended (5 U.S.C. 861).

(c) Appropriate arrangements may be made for the detail to the staff of the Board referred to in paragraph (a) of this section of employees of agencies who are immediately prior to the taking effect of the provisions of this order detailed to the staff of the Operations Coordinating Board provided for in Executive Order No. 10483, as amended.

Section 4. As used herein, the word "agency" may be construed to mean any instrumentality of the executive branch of the Government, including any executive department.

Section 5. Nothing in this order shall be construed either to confer upon the Board any function with respect to internal security or to abrogate or restrict in any manner any function vested by law in, or assigned pursuant to law to, any agency or head of agency (including the Office of Defense Mobilization and the Director of the Office of Defense Mobilization).

Section 6. The order supersedes Executive Order No. 10483 of September 2, 1953, and provisions amendatory thereof contained in other Executive orders (including, to the extent that it relates to the Operations Coordinating Board provided for in Executive Order No. 10483, the proviso of section 303(b) of Executive Order No. 10610 of May 9, 1955). Subject to the provisions of this order (including the limitations imposed by section 3 hereof), the Board may be deemed to be a continuation of the Operations Coordinating Board provided for in Executive Order No. 10483, as amended.

Section 7. The foregoing provisions of this order shall become effective on July 1, 1957, except that if funds appropriated for the National Security Council shall not have become available on that date for the support of the Board in consonance with this order, the said provisions shall become effective on such later date as funds so appropriated become so available.

DWIGHT D. EISENHOWER

THE WHITE HOUSE

February 25, 1957

SECRET (When Filled In)

AREA OR COUNTRY(S)		Approved For Release 2007/07/18 : CIA-RDP83-00036R000400050037-2		DOC DATE CLASS <u>U</u>
Hq.	OCB	DDP	Liaison (Inter Agency)	14 Feb.
	NSC	CA	Coordination	1648
			Executive order 10700	1958

IDENTIFICATION OF DOCUMENT

Handbook entitled: "Operations Coordinating Board"

ABSTRACT NOTATION REFERENCES

A descriptive statement of the functions, organization and procedures of the Operations Coordinating Board prepared by the Executive Officer in cooperation with the Board's participating agencies. Enabling authority: Executive Orders 10483 and 10700 - (latter is attached)

DOCUMENT LOCATION

IIS/CSG 558